

Message Text

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ACTION TRSE-00

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FM AMEMBASSY MANILA
TO SECSTATE WASHDC PRIORITY 8263
INFO AMEMBASSY PORT MORESBY PRIORITY

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USADB

FOR NAC AGENCIES

EO 11652:NA
TAGS: EAID, EFIN, ADB, PP
SUBJECT: PROPOSED ADB LOAN FOR SECOND WATER SUPPLY PROJECT
IN PAPUA NEW GUINEA (PNG)

SUMMARY: ADB MANAGEMENT PROPOSES DOLS 5.4 MILLION EQUIVA-
LENT LOAN FROM SPECIAL FUNDS RESOURCES TO PAPUA NEW GUINEA
TO FINANCE THE FOREX COST OF A WATER SUPPLY SYSTEM FOR THE
COASTAL TOWN OF MADANG, THE FOURTH LARGEST TOWN IN PNG.
MADANG HAS A NATURAL DEEP WATER, SHELTERED PORT, WITH
CONSIDERABLE POTENTIAL AS A TOURIST CENTER. IT ACCOUNTS
FOR 7.3 PERCENT OF PORT TRAFFIC AVERAGING AROUND 100
SHIPPING MOVEMENTS PER YEAR. THE PROJECT IS TECHNICALLY
FEASIBLE AND FINANCIALLY SOUND. THE FINANCIAL RATE OF
RETURN (FIRR) IS 5.6 PERCENT, A SATISFACTORY FIGURE GIVEN
THE HIGH COST OF DEVELOPING A NEW WATER SYSTEM. THE
PROJECT IS EXPECTED TO GENERATE SUFFICIENT FUNDS INTERNALLY
TO MEET REASONABLE EXPENDITURES IN THE FORESEEABLE FUTURE.
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USADB RECOMMENDS FAVORABLE NAC ACTION. END SUMMARY.

1. ADB DOC R59-78 WITH ATTACHMENTS DESCRIBING THE PROPOSED
LOAN WAS POUCHED ADDRESSEES JULY 5. BOARD CONSIDERATION
IS SCHEDULED JULY 25, 1978.

2. ADB MANAGEMENT PROPOSES DOLS 5.4 MILLION LOAN FROM

SPECIAL FUNDS RESOURCES TO COVER THE FOREX COSTS OF A COMPREHENSIVE WATER SUPPLY SYSTEM IN THE TOWN OF MADANG, A COASTAL TOWN OF ABOUT 23,000 POPULATION IN NORTHEAST PAPUA NEW GUINEA. PROCEEDS WILL FINANCE FOREX COST OF CIVIL WORKS, PURCHASE OF PIPE, PLANT EQUIPMENT, VEHICLES AND VALVES AND METERS, CONSTRUCTION SUPERVISION AND PRICE ESCALATION ON FOREX ITEMS. PROPOSED TERMS ARE 40 YEARS AMORTIZATION INCLUDING A GRACE PERIOD OF 10 YEARS AND ONE PERCENT PER ANNUM SERVICE CHARGE. THE BORROWER IS THE INDEPENDENT STATE OF PAPUA NEW GUINEA (PNG), AND THE EXECUTING AGENCY IS THE DEPARTMENT OF WORKS AND SUPPLY (DWS).

3. APPROXIMATELY 10 PERCENT OF THE TOTAL POPULATION OF PNG HAS REASONABLE ACCESS TO PIPED WATER. WHILE 28 COMMUNITIES HAVE SOME PIPED WATER, PORT MORESBY IS THE ONLY ONE WITH A COMPREHENSIVE WATER SUPPLY SYSTEM. THOSE WITH PARTIAL SYSTEMS LACK TARIFF POLICIES AND THEIR REVENUE COLLECTION IS EXTREMELY ERRATIC, FACTORS THAT CONTRIBUTE TO THEIR LACK OF VIABILITY. THE REMAINING 90 PERCENT OF THE NATION'S POPULATION HAS NO ACCESS TO PIPED WATER AND, THEREFORE, HAS TO DEPEND ON PRIVATE WELLS, STREAMS AND WATER COURSES AND RAINWATER COLLECTION PRIMARILY FROM ROOF RUNOFF. DWS IS RESPONSIBLE FOR THE DEVELOPMENT OF WATER SUPPLY IN PNG. THE DEPARTMENT OF MINERALS AND ENERGY THROUGH ITS GEOLOGICAL SURVEYS LIMITED OFFICIAL USE

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SECTION IS RESPONSIBLE FOR THE INVESTIGATION OF GROUND-WATER AND THE SAME OFFICE, THROUGH ITS BUREAU OF WATER RESOURCES, IS RESPONSIBLE FOR HYDROGEOLOGICAL STUDIES. ANY COMPREHENSIVE WATER SUPPLY SYSTEM, THEREFORE, REQUIRES A SUBSTANTIAL AMOUNT OF COORDINATION. THE ESTIMATED POPULATION OF MADANG BY THE TIME THE PROJECT IS COMPLETED IS 26,000, SOMEWHAT LESS THAN 1 PERCENT OF THE COUNTRY'S POPULATION. IN AN EFFORT TO DEVELOP AN APPROPRIATE INSTITUTIONAL AND ORGANIZATIONAL STRUCTURE, FINANCIAL MANAGEMENT POLICY AND APPROPRIATE TARIFF STRUCTURE AND STAFFING REQUIREMENTS, THE BANK PROVIDED A TECHNICAL ASSISTANCE GRANT OF 165,000 DOLLARS IN 1976 IN CONJUNCTION WITH A 13.5 MILLION DOLLAR LOAN. IT IS TOO EARLY TO CONFIRM PNG COMPLIANCE WITH CERTAIN IMPORTANT LOAN COVENANTS REGARDING INSTITUTIONAL AND FINANCIAL POLICIES OF THE DEPT OF WATER AND SUPPLY. HOWEVER, THE EXTENT TO WHICH THE PRIOR LOAN COVENANTS HAVE BECOME OPERATIVE TO DATE, THEY HAVE BEEN SUBSTANTIALLY COMPLIED WITH BY THE GOVERNMENT.

4. THE PROPOSED PROJECT INCLUDES DEVELOPMENT OF A GROUND-WATER SUPPLY SOURCE CAPABLE OF MEETING THE ESTIMATED 1986

WATER DEMAND, CONSTRUCTION OF TRANSMISSION MAINS AND DISTRIBUTION SYSTEM FACILITIES CONSISTING OF SERVICE RESERVOIRS, MAINS, CONSUMER CONNECTIONS AND METERS, PUBLIC STANDPIPES AND FIRE HYDRANTS. WATER FOR THE PROJECT WILL BE TAKEN FROM A WELLFIELD TO BE DEVELOPED ABOUT FIVE KM WEST OF MADANG TOWN. THE ONLY OTHER REUSABLE SOURCE OF WATER IS THE GUM RIVER WHICH HAS AN ADEQUATE YEAR AROUND FLOW, BUT WHOSE BACTERIOLOGICAL POLLUTION WOULD REQUIRE EXTENSIVE TREATMENT. AT LEAST SIX WELLS WILL BE CONSTRUCTED EXTENDING TO DEPTHS OF ABOUT 70 METERS IN THE CORAL LIMESTONE AQUIFIERS AND UNDERLYING VOLCANIC SANDS. THE WELLS WILL BE DESIGNED TO PROVIDE A DAILY DEMAND OF

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12,300 CU. M/DAY WITH 50 PERCENT STANDBY CAPACITY. UNMETERED STANDPIPES WILL BE CONSTRUCTED TO PROVIDE SAFE WATER TO ABOUT 6,200 LOW INCOME PEOPLE. HOWEVER, THERE IS AGREEMENT THAT ALL HOUSE CONNECTIONS WILL BE METERED, AN IMPROVEMENT ON CURRENT POLICY. AT PRESENT A LARGE PROPORTION OF THE POPULATION RELIES ON ROOF RUN-OFF AND STORAGE TANKS FOR REGULAR SUPPLY. THE LACK OF SUFFICIENT WATER STORAGE CAPACITY, HOWEVER, REQUIRES SUPPLEMENTAL WATER BY TANKER TRUCKS FROM PRIVATE WELL AND OTHER SURFACE SOURCES WHICH ARE OF QUESTIONABLE QUALITY. THE LACK OF A SEWERAGE SYSTEM, HOWEVER, IS A SERIOUS PROBLEM AS IT CONTRIBUTES TO POLLUTION OF EXISTING WATERWAYS AND

SHALLOW WELLS. ABOUT ONE FOURTH OF THE POPULATION OF MADANG HAVE INDIVIDUAL SEPTIC TANKS WHILE ANOTHER FOURTH RELY ON NIGHT SOIL COLLECTION SERVICE. THE REMAINING ONE HALF OF THE POPULATION HAVE PIT LATRINES, CESSPOOLS AND OTHER RUDIMENTARY METHODS. EFFLUENT FROM PIT LATRINES, CESSPOOLS AND OTHER RUDIMENTARY METHODS. EFFLUENT FROM LIMITED OFFICIAL USE

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PIT LATRINES AND SEPTIC TANKS DISPOSAL BY LEACHING LINES TENDS TO POLLUTE THE GROUNDWATER AQUIFER IN THE MADANG AREA. WHILE GOVERNMENT IS AWARE OF THE NEED TO IMPROVE AND INSTALL PROPER SEWERAGE FACILITIES IN THE TOWN, NO IMMEDIATE PLAN IS ENVISAGED DUE TO THE GOVERNMENT'S FINANCIAL CONSTRAINTS. IT HAS, HOWEVER, UNDERTAKEN TO CARRY OUT THE NECESSARY SEWERAGE STUDIES AND HAS AGREED TO PROVIDE THE BANK WITH THE CONSULTANTS' REPORT PRIOR TO IMPLEMENTATION OF THE PROPOSED PROJECT. THE PROJECTED FINANCIAL PERFORMANCE OF THE PROJECT IS BASED ON WATER PRODUCTION AND SALES RELATED TO ESTIMATED POPULATION GROWTH AND TARIFFS REQUIRED TO MAINTAIN THE PROJECT ON A SOUND FINANCIAL BASIS. IN VIEW OF THE ABSENCE OF BOTH A TARIFF STRUCTURE AND HISTORICAL ACCDUNTS OF USAGE THIS APPROACH IS DEEMED BY THE BANK AS A REASONABLE ONE. THE PROJECTED TARIFF SCHEDULE IS CONSIDERED HIGH ENOUGH TO DISCOURAGE WASTAGE BUT LOW ENOUGH TO ENABLE LOW INCOME FAMILIES TO HAVE WATER PIPED INTO THEIR HOMES IF THEY SO DESIRE. WORKERS RECEIVING THE BASIC MINIMUM WAGE, FOR EXAMPLE, WILL PAY ONLY 0.2 PERCENT OF THE EARNINGS FOR WATER EACH YEAR.

5. THE TOTAL COST OF THE PROPOSED PROJECT IS ESTIMATED AT 8.1 MILLION DOLLARS EQUIVALENT OF WHICH THE FOREX COMPONENT IS 5.4 MILLION DOLLARS OR 67 PERCENT OF THE TOTAL PROJECT COST. COST ESTIMATES ARE BASED ON JULY 1977 PRICES INCLUDING ALLOWANCE FOR P FICAL CONTINGENCIES OF 10 PERCENT AND PRICE CONTINGENCIES OF 26 PERCENT OF THE PROJECT COST. IN PNG ALMOST ALL MATERIALS AND EQUIPMENT ARE SUPPLIED FROM FOREX BECAUSE OF THE LIMITED LOCAL PRODUCTION OF SUCH ITEMS.

6. THE CONSULTING FIRM OF BINNIE AND PARTNERS WAS SELECT-
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ED UNDER A PRIOR LOAN TO PNG TO PREPARE DETAILED ENGINEERING DESIGNS AND TENDER DOCUMENTS. THE GOVERNMENT PROPOSES TO RETAIN THE CONSULTANTS FOR CONSTRUCTION SUPERVISION.

THE COST FOR THESE SERVICES IS ESTIMATED AT 516,000 DOLS AND IS SCHEDULED TO COME FROM THE PROPOSED LOAN. IN THE EVENT PNG IS UNABLE TO SUCCESSFULLY NEGOTIATE A CONTRACT WITH THE CONSULTANTS, IT AGREES TO SELECT AND ENGAGE OTHER CONSULTANTS IN ACCORDANCE WITH THE BANK'S GUIDELINES ON USES OF CONSULTANTS.

7. PROCUREMENT ARRANGEMENTS ARE SIMILAR TO THOSE USED FOR THE EARLIER BANK LOAN. DWS WILL BE RESPONSIBLE FOR ALL PROCUREMENT IN ACCORDANCE WITH THE BANK'S GUIDELINES FOR PROCUREMENT. SUPPLY CONTRACTS FOR EQUIPMENT AND MATERIALS INVOLVING AN ESTIMATED EXPENDITURE OF 125,000 DOLS OR LESS WILL BE AWARDED ON THE BASIS OF BIDS OR QUOTATIONS OBTAINED FROM A REASONABLE NUMBER OF SUPPLIERS FROM MORE THAN ONE ELIGIBLE MEMBER COUNTRY OF THE BANK. CIVIL WORKS INCLUDING DEEP WELL CONSTRUCTION, CONSTRUCTION OF SERVICE RESERVOIRS AND CHEMICAL STORAGE WAREHOUSE AND PIPELAYING IS ESTIMATED AT DOLS 953,000 IN FOREX AND DOLS 1,676,000 IN EQUIVALENT LOCAL CURRENCY. U.S. SUPPLIERS AND CONTRACTORS SHOULD BE INFORMED THAT DEEP WELL CONSTRUCTION UNDER THE CIVIL WORKS (WITH A TOTAL COST OF DOLS 648,000) WILL BE LET TO INTERNATIONAL BIDDING WHILE OTHER CIVIL WORKS CONSTRUCTION WILL BE LET TO PRE-QUALIFIED LOCAL CONTRACTORS. U.S. SUPPLIERS SHOULD ALSO BE INFORMED THAT THE FOLLOWING FOREX ITEMS WILL ALSO BE LET ON INTERNATIONAL COMPETITIVE BIDDING WHERE THE COST EXCEEDS DOLS 125,000 PER CONTRACT. MATERIALS AND EQUIPMENT INCLUDING PIPES, PLANT AND EQUIPMENT (INCLUDING SUPPLY AND INSTALLATION), MOTOR VEHICLE AND VALVES, METERS AND HYDRANTS IS ESTIMATED AT DOLS 2,529,000 IN FOREX AND DOLS 17,000 EQUIVALENT IN LOCAL CURRENCY. ENGINEERING SERVICES FOR CONSTRUCTION SUPERVISION IS ESTIMATED AT DOLS 516,000 IN LIMITED OFFICIAL USE

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FOREX AND DOLS 200,000 EQUIVALENT IN LOCAL CURRENCY AND CONTINGENCIES ARE ESTIMATED AT DOLS 1,402,000 IN FOREX AND DOLS 807,000 EQUIVALENT IN LOCAL COSTS. THE PROJECT IMPLEMENTATION IS ESTIMATED TO TAKE THREE AND A HALF

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YEARS. THE PROJECT IS ESTIMATED TO BE COMPLETED AND COMMISSIONED BY THE END OF 1981. THE BULK OF THE MATERIALS AND EQUIPMENT REQUIRED FOR THE PROJECT WILL BE TENDERED IN THE EARLY PART OF THE FIRST QUARTER OF 1979 AND CIVIL WORKS WILL BE TENDERED IN THE THIRD QUARTER OF 1979.

8. DWS IS TO BE THE EXECUTING AGENCY FOR THE IMPLEMENTATION OF THE PROJECT. THE PROJECT MANAGER WHO IS ASSIGNED TO THE CURRENT PROJECT WILL ALSO BE RESPONSIBLE FOR THE PROPOSED PROJECT. DWS HAS NO FINANCING ACCOUNTING AND BUDGETARY SYSTEMS IN EXISTENCE CURRENTLY. HOWEVER, THE BANK PLANS TO ASSIST DWS DEVELOP THESE SYSTEMS UNDER THE ONGOING TA. THE CONSULTANTS PLAN TO FORMULATE A TARIFF STRUCTURE FOR THE PROJECT TO ENSURE THE FUTURE VIABILITY OF THE WATER SYSTEM. THE PROVINCIAL GOVERNMENT IS RESPONSIBLE FOR BILLING AND COLLECTION, HOWEVER, THE BANK'S TA WILL RECOMMEND A RATIONALE POLICY ON THIS LIMITED OFFICIAL USE

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MATTER. IN THE MEANTIME, THE GOVERNMENT HAS ASSURED THE BANK THAT ALL ACTION NECESSARY WILL BE UNDERTAKEN TO ENSURE THAT ALL AMOUNTS OWED FOR WATER SERVICES PROVIDED WILL BE PROMPTLY COLLECTED WHEN DUE AND ACCOUNTS RECEIVABLE WILL NOT BE PERMITTED TO CONTINUE MORE THAN 60 DAYS AFTER DATE OF BILLING. AUDIT POLICY FOR THE PROJECT IS INDEFINITE AT THIS TIME BECAUSE OF THE UNCERTAINTY OF WHERE WATER SUPPLY WILL FALL UNDER THE PROPOSED NEW STRUCTURE. THE PNG AUDITOR GENERAL, HOWEVER, WILL AUDIT THE ACCOUNTS OF THE PROJECT ANNUALLY AS IT DOES FOR ALL

OTHER GOVERNMENT ENTITIES.

9. THE FIRR FOR THE PROJECT IS 5.6 PERCENT, A SATISFACTORY FIGURE FOR A PROJECT OF THIS TYPE. THE PROJECT IS ASSUMED TO HAVE A LIFE OF 30 YEARS WITHOUT ANY RESIDUAL VALUE AND INCLUDES DOLS 430,000 FROM THE PREVIOUS BANK LOAN FOR ENGINEERING SURVEY WORK FOR THE PROJECT, THEREFORE, INCREASING THE TOTAL COST TO DOLS 8.58 MILLION. IN THE ABSENCE OF BOTH HISTORICAL RECORDS ON WATER CONSUMPTION AND A TARIFF STRUCTURE, FUTURE REVENUE PROJECTIONS ARE BASED ON LIKELY POPULATION INCREASES AND TARIFFS REQUIRED TO MAINTAIN THE PROJECT ON A SOUND FINANCIAL BASIS. THE FINANCIAL PROJECTIONS ARE BASED ON AN AVERAGE WATER RATE OF 34 CENTS U.S./CU.M., A LEVEL SUFFICIENTLY HIGH TO COVER PROJECT COSTS BUT LOW ENOUGH TO PERMIT A LOW INCOME USER TO HAVE A SEPARATE CONNECTION WITHOUT UNREASONABLE RESTRICTIONS ON THE QUANTITY OF WATER USED. ON THE BASIS THAT PERSONS LIVING IN VILLAGE SETTLEMENTS USE ABOUT 40 LITERS PER CAPITA/DA OR ABOUT 14 CU M PER ANNUM, A FAMILY OF 6 WOULD REQUIRE ABOUT DOLS 30 U.S. PER ANNUM FOR ITS WATER NEEDS. PERSONS WHO LIVE IN HOUSES THAT HAVE MOST OF THE CONVENIENCES HAVE AN ESTIMATED DAILY PER CAPITA CONSUMPTION OF ABOUT 225 LITERS, LIMITED OFFICIAL USE

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THEREFORE, A FAMILY OF 6 AT THIS INCOME LEVEL WOULD NEED ABOUT DOLS 170 PER YEAR FOR ITS WATER NEEDS. INDUSTRIAL AND COMMERCIAL USERS ARE ESTIMATED TO NEED 17.7 CU M/DA AND 9.2 CU M/DA PER HECTARE RESPECTIVELY. ABOUT 42 PERCENT OF THE OPERATING REVENUE FOR THE PROJECT IS EXPECTED TO BE EARNED THROUGH THE SALE OF WATER TO INDUSTRIAL AND COMMERCIAL ESTABLISHMENTS.

10. USADB COMMENT: THE BANK'S PRIOR LOAN FOR WATER SYSTEMS DEVELOPMENT HAS SET THE STAGE FOR FUTURE WATER DEVELOPMENTS IN PNG. WHILE MUCH OF THE GOVERNMENT'S PERFORMANCE IN COMPLYING WITH THE CONSULTANT'S RECOMMENDATIONS FOR ORGANIZATIONAL AND INSTITUTIONAL CHANGES IS TAKEN ON FAITH AT THIS TIME, ALL INDICATIONS SEEM TO POINT TO SUCCESSFUL EXECUTION OF THE NECESSARY MODIFICATIONS. WATER POLLUTION BY INADEQUATE SEWERAGE SYSTEMS IN MADANG IS A SERIOUS PROBLEM, BUT THE BANK IS WELL AWARE OF IT AND HAS AGREED THAT THE GOVERNMENT WOULD BE RESPONSIBLE FOR A SURVEY OF THE PROBLEM AND IDENTIFICATION OF ACTIONS FOR AMELIORATING THE SITUATION IN THE FUTURE. THE MOST DIFFICULT ASPECT OF THE PROPOSED PROJECT IS THE INSTITUTIONAL DEVELOPMENT WITHIN THE DEPARTMENT OF WORKS AND SUPPLY TO ACHIEVE A CAPABILITY FOR OPERATING AND MAINTAINING PROJECT FACILITIES, FOR FINANCIAL ACCOUNTING, TARIFF SCHEDULES FORMULATION, BILLING AND COLLECTION

CAPACITY AND FOR AUDITING ITS FINANCIAL AND OPERATIONAL ACTIONS. THESE DEVELOPMENT PROBLEMS NOTWITHSTANDING, USADB SUPPORTS THE PROJECT AND RECOMMENDS FAVORABLE NAC ACTION.

11. REQUEST AMEMBASSY PORT MORESBY COMMENTS FOR NAC AGENCIES, INFO USADB MANILA, PURSUANT TO STATE 119795 DATED 3 JULY 1972. EDMOND

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Message Attributes

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